## Message Text

UNCLASSIFIED

PAGE 01 ROME 11399 01 OF 02 132320Z ACTION EB-07

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UNCLAS SECTION 1 OF 2 ROME 11399

C O R R E C T E D C O P Y (MRN 11399 VICE 11398)

**FODAG** 

E.O. 11652: N/A

TAGS: EAID, EFIN, EAGR, OCON

SUBJECT: FOURTH MEETING OF PREPARATORY COMMISSION OF INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT: STATEMENT JULY 12
BY DEPUTY ASSISTANT SECRETARY FRANK ON PROPOSED
STAFFING PATTERN IN PROPOSED ADMINISTRATIVE
BUDGET AGENDA ITEM 5

- 1. THE UNITED STATES VIEWS ON THE PROPOSED ADMINISTRATIVE BUDGET FOR IFAD AND THE UNDERLYING ORGANIZATIONAL STRUCTURE AND STAFFING SHOULD BE SEEN IN TWO CONTEXTS:
- --A BROAD POLICY CONTEXT CONCERNING OUR VIEWS ABOUT EFFECTIVENESS OF INTERNATIONAL ORGANIZATIONS IN GENERAL, NOT JUST IFAD; AND --THE HISTORICAL CONTEXT OF OUR SUPPORT FOR THE CONCEPT OF AN INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT AND OUR DESIRE TO DEMONSTRATE OUR GREAT SUPPORT FOR MEASURES AND CONCERN FOR INCREASING WORLD FOOD PRODUCTION TO FEED THE HUNGRY AND MALNOURISHED THROUGHOUT THE GLOBE.

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PAGE 02 ROME 11399 01 OF 02 132320Z

- 2. PRESIDENT CARTER, THE U.S. CONGRESS AND U.S. PUBLIC PERCEIVE AN URGENT NEED TO STREAMLINE THE ORGANIZATIONAL STRUCTURE AND IMPROVE THE EFFICIENCY AND COST EFFECTIVENESS OF INTERNATIONAL ORGANIZATIONS.
- 3. IN TRANSMITTING HIS FY 1978 FOREIGN AID REQUEST TO THE CONGRESS, PRESIDENT CARTER STRESSED THE IMPORTANCE OF IMPROVING

THE MANAGEMENT AND EFFICIENCY OF ASSISTANCE PROGRAMS--QUOTE. IN ORDER TO GUARANTEE THAT THE BENEFITS WILL ALWAYS BE DELIVERED TO THOSE FOR WHOM THE PROGRAMS WERE DESIGNED UNQUOTE. THE PRESIDENT WENT ON TO SAY --QUOTE...WE WILL INSIST THAT INTERNATIONAL PROGRAMS WE SUPPORT DO MORE TO CONTROL THEIR ADMINISTRATIVE OVERHEADS UNQUOTE.

- 4. MANY INTERNATIONAL ORGANIZATIONS HAVE GROWN FAT -- WITH SWOLLEN, SLOW-MOVING, UNIMAGINATIVE BUREAUCRACIES. WITH IFAD THE WORLD HAS A CHANCE -- FOR NATIONS TO COLLABORATE IN CREATING A LEAN, EFFECTIVE AND INNOVATIVE INTERNATIONAL FINANCIAL INSTITUTION. THE UNITED STATES IS FIRMLY COMMITTED TO THAT OBJECTIVE AND WISHES TO WORK WITH THE OTHER GOVERNMENTS REPRESENTED HERE TO ACHIEVE THAT OBJECTIVE.
- 5. IT IS CLEAR. THE UNITED STATES WANTS TO SEE IFAD AS A FIRST-RATE FIRST-CLASS, EFFECTIVE ORGANIZATION. WE CANNOT BETRAY OUR LONG SUPPORT AND OUR HOPES AND RESPONSIBILITY IN THAT REGARD.
- 6. A VERY FIRST PREMISE OF UNITED STATES SUPPORT FOR IFAD WAS THAT IT WOULD BE DIFFERENT FROM ANY OTHER INTERNATIONAL FINANCIAL INSTITUTION. SINCE THE ADOPTION OF RESOLUTION XIII OF THE WORLD FOOD CONFERENCE, ALL MEMBER GOVERNMENTS HAVE STRESSED THE NEED TO AVOID BUILDING A NEW COSTLY INTERNATIONAL BUREAUCRACY. IFAD IS INTENDED TO BE AN INNOVATIVE CONTRIBUTOR UNCLASSIFIED

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PAGE 03 ROME 11399 01 OF 02 132320Z

IN AGRICULTURAL DEVELOPMENT IN POOR COUNTRIES, WITH A NEW APPROACH TO ORGANIZATION AND STRUCTURE CALLING FOR A SMALL STAFF WHICH MAXIMIZES COOPERATION WITH EXISTING INTERNATIONAL INSTITUTIONS. THEREFORE IFAD'S ARTICLES OF AGREEMENT SPECIFICALLY CALL FOR THE FUND TO WORK THROUGH EXISTING INTERNATIONAL INSTITUTIONS.

7. AT ITS 3RD MEETING, THE PREPCOM REJECTED A PAPER ON THE PROPOSED ORGANIZATIONAL STRUCTURE AND STAFFING (IFAD PC/L.26) FOR THE SPECIFIC REASONS OUTLINED IN THE PREAMBLE TO IFAD PC/L.36, PARAGRAPHS 1-3:

FIRST - QUOTE IT IS PREMATURE TO DEAL WITH THE ORGANIZATIONAL STRUCTURE OF THE FUND. IT WOULD BE PREFERABLE FOR THE STAFFING REQUIREMENTS AND ORGANIZATIONAL IMPLICATIONS OF THOSE REQUIREMENTS TO EVOLVE MORE GRADUALLY AS THE WORK OF THE FUND DEVELOPS UNQUOTE.

SECOND - QUOTE....THE DESIRE OF THE MEMBER GOVERNMENTS TO HAVE A SMALL STAFF WHICH WOULD NOT DUPLICATE THE WORK OF OTHER INSTITUTIONS UNQUOTE.

THIRD - QUOTE THERE IS A GENERAL CONSENSUS IN FAVOR OF A TWO-STAGE APPROACH. THE BUDGET FOR THE FIRST STAGE WOULD BE BASED ON TENTATIVE ASSUMPTIONS ABOUT THE WORK PROGRAM AND PRELIMINARY

ESTIMATES OF THE STAFF REQUIRED FOR IT. DURING THIS FIRST STAGE, THE PRESIDENT WOULD CAREFULLY REVIEW THESE ESTIMATES AND IN LIGHT OF ACTUAL EXPERIENCE PRESENT DEFINITE RECOMMENDATIONS FOR THE SECOND STAGE TO THE EXECUTIVE BOARD AND THE GOVERNING COUNCIL UNQUOTE.

8. THE UNITED STATES GOVERNMENT IS DISTURBED BY THE TONE AND IMPLICATIONS OF THE WORDING OF DOCUMENT IFAD PC/L.36 WHICH IS NOT BASICALLY DIFFERENT FROM THE PREVIOUS PAPER AND DOES LITTLE TO ASSUAGE THE DEEP CONCERNS EXPRESSED AT THE LAST PREPARATORY MEETING.

9. WE HAVE NO FIRM VIEWS ON THE EXACT NUMBER OF STAFF REQUIRED IN THE FIRST YEAR OF OPERATION. WE RECOGNIZE THE NEED FOR SOME LINCLASSIFIED

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PAGE 04 ROME 11399 01 OF 02 132320Z

FLEXIBILITY SO THAT THE PRESIDENT CAN FEEL HIS WAY DURING THE FIRST YEAR. BUT WE BELIEVE THAT THE STAFF OF 45 PROFESSIONALS CALLED FOR PC/L. 36 IS TOO LARGE AND THAT A NUMBER SHOULD BE CUT. AT THE SAME TIME, WE DO NOT WISH TO PREJUDGE THE SIZE OF IFAD OVER THE LONGER TERM. WE ARE VERY CONCERNED HOWEVER THAT DOCUMENT PL/L. 36 SEEMS INDEED TO PREJUDGE THE ISSUE WHERE A STAFF OF 45 PROFESSIONALS IS DESCRIBED AS REQUIREMENTS TO QUOTE ENABLE THE FUND TO COMMENCE OPERATIONS AND TO BUILD A NUCLEUS STAFF FOR THE PRINCIPAL FUNCTIONS UNQUOTE (SEE PARAGRAPH 11). THE IMPLICATION SIS THAT A SIGNIFICANTLY LARGER STAFF FOR THE PRINCIPAL FUNCTIONS UNQUOTE (SEE PARAGRAPH 11). THE IMPLICATION IS THAT A SIGNIFICANTLY LARGER STAFF WILL BE DEVELOPED OVER TIME.

10. THE UNITED STATES RECOGNIZES THE NEED TO ATTRACT HIGLY QUALIFIED PEOPLE, WITH EXPERIENCE AND KNOWLEDGE IN A BROAD RANGE OF FUNCTIONS AND PROBLEMS. THESE PEOPLE WILL BE ASSIGNED BROAD AND IMPORTANT RESPONSIBILITIES AND WILL HAVE TO COMMAND RESPECT OF HIGH OFFICIALS OF OTHER INSTITUTIONS WITH WHICH IFAD WILL WORK. IF IFAD STAFF IS KEPT VERY SMALL AS WE HOPE, IT WILL CERTAINLY HAVE A HIGHER PROPORTION OF EXPERIENCE AND HIGHLY OUALIFIED PEOPLE. THE COMPENSATION OF A SMALL IFAD STAFF WILL HAVE TO REFLECT THIS FACT. THESE PROFESSIONALS, HOWEVER, NEED NOT BE ORGANIZED INTO A HIERARCHICAL STRUCTURE. WE OBJECT STRONGLY TO THE PROPOSAL FOR 12 QUOTE SENIOR EXECUTIVES UNQUOTE AT UN GRADES OF D-2, D-1, AND P-5 AND CONSEQUENTLY THAT OUT OF 45 PROFESSIONAL AND TECHNICAL PERSONNEL, 60 PERCENT WOULD BE AT THE HIGHEST LEVELS. THE PREPODERANCE OF SENIOR EXECUTIVES CREATES A SITUATION OF TOO MANY CHIEFS AND TOO FEW WORKERS WITH A BUILT-IN BIAS FOR EXPANSION TO GIVE THE EXECUTIVES JUSTIFICATION FOR THEIREXISTENCE.

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PAGE 01 ROME 11399 02 OF 02 132322Z ACTION EB-07

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P 131342Z JUL 77 FM AMEMBASSY ROME TO SECSTATE WASHDC PRIORITY 5846

UNCLAS SECTION 2 OF 2 ROME 11399

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11. PC/L.36 IN PARAGRAPH 7 ENUMERATES ELEVEN PRINCIPAL FUNCTIONS UNDER WHICH THERE WILL BE NUMEROUS SUB-ACTIVITIES. THE U.S. DELEGATION, DOES NOT BELIEVE IT IS NECESSARY FOR IFAD TO UNDERTAKE ALL THESE FUNCTIONS IN GREAT DETAIL NOR TO ESTABLISH SEPARATE DIVISIONS FOR THESE FUNCTIONS. FOR EXAMPLE, THE REFERENCE TO ECONOMIC FUNCTIONS IS UNCLEAR. IF IT MEANS COUNTRY ECONOMIC ANALYSIS AND SECTOR STUDIES, THESE ARE ADEQUATELY PROVIDED BY EXISTING INSTITUTIONS AND A SEPARATE DIVISION HARDLY SEEMS NECESSARY. AS THE DISTINGUISHED DELEGATE FROM CANADA SAID AT THE THIRD PREPCOM MEETING WITH REGARD TO ECONOMIC ANALYSIS AND STUDIES -- IFAD SHOULD BE A CONSUMER OF THESE STUDIES PRODUCED BY OTHER INSTITUTIONS RATHER THAN A PRODUCER. WITH REGARD TO OTHER FUNCTIONS, E.G., ADMINISTRATIVE SUPPORT, ACCOUNTING, ETC., MY DELEGATION URGES MAXIMUM USE OF CONTRACT SERVICES RATHER THAN DIRECT-HIRE IFAD STAFF TO PERFORM THESE FUNCTIONS AND FUNCTIONS CAN BE GROUPED AND ASSIGNED TO A SMALL NUMBER OF UNITS.

12. THE ARTICLES OF AGREEMENT CLEARLY DESCRIBE THE RELIANCE UPON INTERNATIONAL INSTITUIONS FOR THE APPRAISAL AND SUPERVISION OF PROJECTS. WITH REGARD TO THE OTHER ASPECTS OF THE PROJECT CYCLE: PROJECT IDENTIFICATION, PREPARATION, MONITORING AND UNCLASSIFIED

UNCLASSIFIED

PAGE 02 ROME 11399 02 OF 02 132322Z

EVALUATION, THE U.S. DELEGATION BELIEVES THAT IFAD SHOULD UTILIZE THE MAXIMUM DEGREE FEASIBLE, THE RECIPIENT COUNTRY, INTERNATIONAL INSTITUTIONS AND/OR CONTRACTORS TO PERFORM THESE FUNCTIONS.

- 13. WE NOTE THAT THE DRAFT RELATIONSHIP AGREEMENTS WITH THE WORLD BANK, IDE, ADB, CLEARLY INDICATE THE WILLINGNESS OF THESE INSTITUTIONS TO ASSIST IFAD WITH THESE AND OTHER STEPS IN THE PROJECT CYCLE.
- 14. WE ACCEPT THE IDEA OF IFAD STAFF ESTABLISHING GUIDELINES AND CRITERIA FOR THESE FUNCTIONS AND FOR SELECTIVE PARTICIPATING BY IFAD IN THE DIFFERENT PHASES OF THE PROJECT CYCLE, BUT WE CANNOT ACCEPT THE IDEA OF TRYING TO BUILD AN IFAD STAFF LARGE ENOUGH SO THAT IT CAN ON A CONTINUING BASIS PERFORM THESE RESPONSIBILITIES FOR OVER 100 POTENTIAL RECIPIENT COUNTRIES. NEITHER DO WE FEEL COMPARISON WITH EXISTING INSTITUTIONS IS APPROPRIATE SINCE IFAD INDEED IS SUPPOSED TO WORK IN CLOSE COOPERATION WITH THOSE INSTITUTIONS.
- 15. FOR ALL THE REASONS RECOMMENDED ABOVE, MY GOVERNMENT CANNOT CONCUR WITH EITHER PC/L.36 ASSUMPTIONS OR WITH ITS SPECIFIC PROPOSALS.
- 16. WE WISH TO RETAIN MAXIMUM FLEXIBILITY FOR THE PRESIDENT TO RECOMMEND THE FINAL STAFF REQUIREMENTS AND ORGANIZATIONAL STRUCTURE BASED UPON ACTUAL OPERATIONAL EXPERIENCE WORKING WITH EXISTING INTERNATIONAL INSTITUTIONS AND CONTRACTOR SERVICES.
- 17. THEREFORE, WE RECOMMEND ONCE AGAIN FOR THE CONSIDERATION OF OTHER GOVERNMENTS AND THE FUTURE FUND EXECUTIVES THE USE OF TWOSTEP APPROACH ON THE FOLLOWING BASIS:

  OBJECTIVES: ORGANIZATIONAL GOALS DURING THE INITIAL PERIOD WOULD BE ESSENTIALLY THREEFOLD: FIRST, TO GET THE FUND INTO UNCLASSIFIED

UNCLASSIFIED

PAGE 03 ROME 11399 02 OF 02 132322Z

OPERATIONAL STATUS QUICKLY THROUGH RELIANCE PRIMARILY ON CO-FINANCING ARRANGEMENTS WITH EXISTING INSTITUTIONS. SECOND, WORKING CLOSELY THROUGH THESE INSTITUTIONS AND WITH HOST GOVERNMENTS, TO INITIATE THE PROCESS OF IDENTIFYING APPROPRIATE NEW PROJECTS. THIRD, ON THE BASIS OF EXPERIENCE GAINED, DEVELOP THE ORGANIZATIONAL AND STAFFING REQUIREMENTS FOR THE SUBSEQUENT PERIOD FOR CONSIDERATION AND APPROVAL BY THE EXECUTIVE BOARD AND GOVERNING COUNCIL. ORGANIZATIONAL STRUCTURE: DURING THE INITIAL PERIOD, THE ORGANIZATIONAL STRUCTURE SHOULD BE SMALL AND INFORMAL WITH EASY CHANNELS OF COMMUNICATION BETWEEN TOP MANAGEMENT AND THE STAFF. THERE SHOULD BE A MINIMUM OF DEPARTALIZATION AND STRATIFICATION. IDEALLY, A TEAM APPROACH WOULD BE ADOPTED, IN WHICH APART FROM TOP MANAGEMENT WOULD WORK WITH THE REST OF THE STAFF WITH NO FORMAL TITLES OR INTERMEDIATE CHIEFS. OBVIOUSLY WITHIN SUCH A GROUP, HOWEVER, COMPENSATION WOULD NEED TO REFLECT EXPERIENCE AND ACTUAL RESPONSIBILITY.

18. THE STAFF WOULD CONSIST OF THREE BASIC GROUPS: OPERATIONS, POLICY AND SUPPORT. THE OPERATIONS GROUP WOULD CONSTITUTE THE BULK OF THE ORGANIZATION AND WOULD ASSIST TOP MANAGEMENT IN CARRYING OUT THE OBJECTIVES OF THE INITIAL PERIOD WITH RESPECT TO THE PROJECT CYCLE. THE SUPPORT STAFF WOULD HANDLE THE NECESSARY LEGAL, ADMINISTRATIVE, BUDGETARY AND PERSONNEL FUNCTIONS. A VERY SMALL POLICY STAFF WOULD PERMIT IFAD TO INFLUENCE PROGRAMS THROUGH THE DEVELOPMENT AND PROMOTION OF ITS BASIC POLICIES RATHER THAN THROUGH INVOLVEMENT IN DAILY IMPLEMENTATION OF PROJECTS.

19. STAFF REQUIREMENTS: APART FROM THE PRESIDENT AND VICE PRESIDENT, THE REST OF THE PROFESSIONAL STAFF WOULD BE MID-CAREER INDIVIDUALS, GENERALLY WITH 10-15 YEARS' EXPERIENCE IN DEVELOPMENT WORK. ON THE OPERATIONS SIDE, THEY WOULD BE QUOTE LOAN OFFICER TYPES UNQUOTE WITH VARIED QUALIFICATIONS INCLUDING AGRICULTURE, ENGINEERING, ECONOMICS, ETC., SO AS TO FORM A BALANCED TEAM. THEY WOULD BE ATTRACTED TO IFAD BY THE CHALLENGE OF A NEW UNDERTAKING UNCLASSIFIED

UNCLASSIFIED

PAGE 04 ROME 11399 02 OF 02 132322Z

AND BY GROWTH OPPORTUNITY TO MOVE UP QUICKLY IF THE FUND PROVES ITSELF EFFECTIVE IN DEALING WITH THE PROBLEMS OF AGRICULTURAL DEVELOPMENT. WE RECOMMEND THAT THE PRESIDENT EXPLORE ALL POSSIBILITIES FOR THE RECRUITMENTOF EXPERIENCED TECHNICAL STAFF VIA SECONDMENT FROM EXISTING INSTITUTIONS; AND THE USE OF CONTRACTOR AND CONSULTING SERVICES.

- 20. TOWARDS THE END OF THE INITIAL PERIOD, BASED ON ACTUAL 3/03483,:3, THE PRESIDENT WOULD PRESENT HIS PROPOSALS FOR PERMANENT STAFFING AND ORGANIZATIONAL STRUCTURE TO THE EXECUTIVE BOARD.
- 21. IN SUMMARY, MY GOVERNMENT RECOGNIZES THE NEED FOR IFAD TO HAVE AN ADEQUATE STAFF TO CARRY OUT EFFECTIVELY THE FUND'S MANDATE AND TO EXERCISE PROPER ACCOUNTABILITY OF THE FUND'S RESOURCES. WE ARE NOT ARBITRARILY OBJECTING TO A SPECIFIC NUMBER OR LEVEL OF STAFF. THE MANAGEMENT AND STAFFING PRINCIPLES WE ARE ESPOUSING ARE AIMED AT HELPING TO KEEP THE OVERALL STAFF SIZE DOWN WITHOUT IMPAIRING IFAD'S EFFICIENCY. THE U.S. IS WORKING IN OTHER FORA TO INCREASE THE EFFICIENCY OF OTHER INTERNATIONAL ORGANIZATIONS AND OUR ACTIONS IN SUPPORT OF IFAD ARE CONSISTENT WITH THESE EFFORTS. OUR GOAL IS TO HAVE IFAD TO DO A FIRST-RATE JOB IN DELIVERING THE MAXIMUM FLOW OF RESOURCES TO THE RECIPIENT COUNTRIES AT MINIMUM ADMINISTRATIVE COST. WE BELIEVE DEMONSTRATING THAT IFAD CAN OPERATE EFFICIENTLY AND WITHOUT A LARGE BUREAUCRACY WILL BE A KEY ELEMENT IN THE GOVERNMENTAL DECISIONS CONCERNING FUTURE REPLENISHMENTS FOR IFAD.

THANK YOU.GARDNER

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STATEMENT JULY 12 BY DEPUTY ASSISTANT SECRETARY FRANK O N PROPOSED

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